

## Spatial Planning of the East Java Provincial Government during the Covid-19 Pandemic in Supporting State Defense

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### Abstract

*The Covid-19 pandemic poses future space planning challenges. The current Covid-19 pandemic has greatly impacted everyone around the world covering all fields from health, economy, and food security, to sports, including the field of spatial planning. Control of infectious virus outbreaks must be involved in spatial planning. Spatial planning that cares about the level of human health is no longer just struggling with green open space. But there should also be space for physical distancing in public places. The purpose of this study is to analyze the spatial planning of East Java Province during the Covid-19 pandemic in supporting state defense. This paper is written based on the results of qualitative research using phenomenological research design. In this study, the data collection process was carried out using interview, observation, and documentation study methods. The data obtained is then analyzed through four stages, namely data collection, data condensation, data presentation, and drawing conclusions or verification. The results showed that spatial planning during the pandemic was carried out with four aspects, namely analyzing the Covid-19 distribution map in East Java, planning changes in policies and strategies with public health considerations, planning space structures with the addition of emergency infrastructure, and planning space patterns with the allocation of green open space. The obstacles faced in spatial planning are the restriction of working hours and the implementation of WFH for employees, and the lack of community support as an affected object. Both are overcome by implementing digitalization strategies and community participation so that the spatial planning agenda during the Covid-19 pandemic can run well. In addition, the better spatial planning during the pandemic, the better the country's defense because of the non-military threat in this case the Covid-19 virus can be well anticipated.*

**Keywords** Covid-19, East Java, Spatial Plan, State Defense

### INTRODUCTION

The current Covid-19 pandemic is very influential for everyone around the world covering all fields from health, economy, and food security, to sports, including the field of spatial planning. The Covid-19 Pandemic Raises Future Spatial Planning Challenges. The increase in Covid-19 infection cases occurred due to crowds of residents. With uncertainty about when the pandemic will end, regional and city planners need to regulate how spatial planning does not have the potential to cause crowds (Nurcahyadi, 2021). Covid-19 provides an important lesson that control of infectious virus outbreaks must be involved in urban spatial planning. Urban spatial planning that cares about the level of human health is no longer just about green open space, but there must also be space to physically maintain distance in public places.

Regional spatial planning is a process that involves many parties with the aim that the use of that space provides the greatest prosperity to the community and guarantee a sustainable life. By seeing the importance of regional spatial issues for each country which of course requires special attention for each relevant stakeholder, spatial planning issues require special attention and arrangements regulated in a law (Tarigan, 2005). Therefore,



Law of the Republic of Indonesia Number 26 of 2007 concerning Spatial Planning is one of the government products which contains the government's attention not only to general government issues but to the environment, especially to spatial planning.

Regional spatial planning is a very strategic issue for the government because regional spatial planning has the potential to develop or advance the region. Regulations regarding regional spatial planning are summarized in an official government document called the Regional Spatial Plan (RTRW). RTRW is made at the central or national government level to the regency/city area. The National Spatial Plan is a policy direction and strategy for the use of state territory space that is used as a reference for long-term planning. This is stated in Government Regulation Number 26 of 2008 concerning Regional Spatial Plans as amended by PP Number 13 of 2017.

Efforts to balance the use of natural resources and the environment are through spatial planning based on achieving environmental sustainability (Wirosoedarmo, Bambang, Widiatmono, and Widioso, 2014). The preservation of environmental functions can be guaranteed by space utilization activities that pay attention to the carrying capacity of the environment. The carrying capacity of the environment is the most important consideration in spatial planning, both in the preparation of RTRW and in the evaluation of space utilization. The importance of RTRW is made to improve safety, and comfort, increase productivity and create harmony between natural environments (Ernan Rustiadi, Sunsun Saefulhakim, and Dyah R. Panuju, 2018).

The area of East Java Province reaches approximately 47,799.75 KM<sup>2</sup> and is divided into 38 regencies/cities, divided into four regional coordinating bodies, and 666 sub-districts with 8,501 villages. Provincial RTRW a function as a controller of the use of provincial and district/city space and harmonizes the balance of development between regions. This is intended so that regional growth in East Java Province can grow together between regions by the potential resources it has.

The preparation of document must be prepared in a top-down and bottom-up planning manner by prioritizing the concept of equality of ideas (Nursini, 2014). The document covers the layout of land, ocean, and air. In addition, the natural resources contained in it (the inner space of the earth) are also a unit that can be utilized with environmental insight.

The function of the East Java Provincial RTRW is as an alignment of national, provincial, and, district/city spatial planning policies, as well as a reference for East Java Provincial government agencies to direct the spatial system and distribution of spatial pattern allocation, investment locations and compile development programs related to space utilization in the East Java Province. This is as referred to in the Regional Regulation of East Java Province Number 5 of 2012 concerning the Provincial Spatial Plan for 2011-2031.

The function of the RTRW must be changed in the face of a prolonged pandemic. Regions with all their limitations must be able to provide a special role in anticipating the spread of covid-19. For example, this is done by providing a special space for sufferers. This space is empowered as a checkpoint until isolation. This certainly changes the existing and pre-planned spatial layout of the territory. In addition, open allocation is urgently needed in

preventing the spread of covid-19. Some of these conditions are necessary for achieving the new normal (ATRBPN, 2020).

Based on this, the author seeks to study further regional spatial planning, especially in East Java Province during a pandemic. The analysis is carried out on constraints and strategies that can be applied. Furthermore, successful spatial planning during the pandemic is relevant to the strengthening of the country's defense. In this study, it can be described into several problem formulations as follows:

1. How is the spatial planning of the East Java Provincial Government during the Covid-19 pandemic?
2. What are the obstacles and strategies applied in the spatial planning of the East Java Provincial Government during the Covid-19 pandemic?
3. What does spatial planning have to do during the covid-19 pandemic to the country's defense?

## **LITERATURE REVIEW**

### **Covid-19 Pandemic as a Non-Military Threat**

The Covid-19 pandemic is still a threat to Indonesia, especially East Java Province with its variants. The Covid-19 pandemic with its impact can be categorized as a threat that can weaken and even destroy the country's defense system. In Article 4 of Law Number 3 of 2002 concerning the State Defense System, it is stated that what is meant by threat is any business and activity, both from within the country and abroad that is considered to endanger state sovereignty, state territorial needs, and the safety of the entire nation.

Threats to the state are classified as military and nonmilitary threats. What is meant by a military threat is a threat that uses organized armed force that is considered to have capabilities that endanger state sovereignty, the integrity of the country's territory, and the safety of the entire nation. On the other hand, nonmilitary or nonmilitary threats have different characteristics from military threats, namely, they are not physical and their shape does not look like a military threat. The threat has ideological, political, economic, sociocultural, technological, information, and public safety dimensions (Sarjito, 2020).

Based on the definition of threat, it can be said that Covid-19 is a non-military threat to Indonesia. The same thing has also been revealed by the Deputy Minister of Defense, Lt. Gen. TNI M. Herindra, that the Covid-19 pandemic is a non-military threat that has a multidimensional character. According to him, the Covid-19 pandemic is not just a health problem, but also has links to economic, political, social, international relations, and other dimensions (Kemhan, 2021).

### **The Concept of General Spatial Planning during the Pandemic**

Spatial planning can be interpreted as a geographical expression and a mirror of the scope of policies made by society related to economic, social, and cultural affairs. The concept of spatial planning in Indonesia is developed from time to time. The idea carried out is that infrastructure development will be able to accelerate the development of the region.



In principle, the concept of territorial development began to be directed at overcoming the territorial gaps that began to prevail in the 90s.

Spatial planning in general correlates with national and regional development. In particular, the concept is closely related to the effectiveness and efficiency in the use of space to improve the welfare of the community. The appropriate, effective and efficient use of space can minimize the number of unemployed. A large number of unemployed is due to the increasing number of people who are not balanced with employment (Darto, 2020).

The Covid-19 pandemic is a moment for managers of public open spaces to pay attention to and provide more decent facilities and support comfort for the community. These existing facilities need to be maintained and improved regularly as a form of sustainability. In addition, it is also necessary to arrange zoning activities in public open spaces in addition to the recommendations for physical distancing, as well as for the regularity and comfort of visitors in utilizing the space (Suminar and Sari, 2021).

The concept of urban spatial planning during the Covid-19 pandemic is (1) lockdown with a block system, where accessibility, basic logistics, and control door readiness have been well anticipated; (2) environmental health efforts, for example how to allow sunlight to enter freely into every house/building, the existence of good air circulation in the city, hygiene, and the availability of multipurpose public open spaces; (3) provision of health consultation facilities and infrastructure, including quarantine and patient care by utilizing ICT; (4) strengthening the system of work, school, shopping, online meetings; and (5) the design and placement of appropriate residential locations for vulnerable people exposed to disease, (6) cities that are accommodating to business innovation (SMEs and large businesses) that use sophisticated systems; (7) Cities that have resilient mitigation agencies in tackling infectious disease disasters (Sutopo et al., 2020).

### **Regional Development Planning Agency of East Java Province**

The Provincial RTRW contains spatial planning objectives, policies, and strategies; spatial structure plan; spatial pattern plan; determination of provincial strategic areas; directions of space utilization; and directions for controlling the use of space in provincial areas. This is as referred to in Appendix I to the Regulation of the Minister of Agrarian Affairs and Spatial Planning / Head of the National Defense Agency Number 1 of 2018 concerning Guidelines for the Preparation of Provincial, Regency, and City Spatial Plans described in letter B. In formulating the content of the Provincial RTRW, it must refer to the content of the National RTRW and its detailed plan (Island RTR and National Strategic Area RTR) and pay attention to the bordering Provincial RTRW, including considering aspirations and consolidating the District/City RTRW within the province concerned.

East Java Province in carrying out the preparation of the RTRW gave tasks to the Regional Development Planning Agency (Bappeda) of the East Java Provincial Government (East Java Provincial Government). This is stated in the Regulation of the Governor of East Java Number 114 of 2018 concerning the Position, Organizational Structure, Job Description, and Functions as well as the Work Procedures of the Regional Development Planning Agency of East Java Province that the East Java Provincial Government Bappeda

has the main task in carrying out local government affairs or provincial authorities in the field of regional development planning. The job description and function of the East Java Provincial Bappeda is to assist the Governor in carrying out the supporting functions of government affairs which are the authority of the Provincial Government in the field of planning.

## **IMPLEMENTATION METHOD**

This research uses qualitative research methods with a descriptive approach. Qualitative research as a research method based on the philosophy of post-positivism is used to examine the condition of natural objects (Sugiyono, 2019). In this method, the researcher is a key instrument, data collection techniques by triangulation, data analysis is inductive or qualitative, and the results of qualitative research emphasize meaning more than generalization. The author tries to describe the existing problems from the results of the study. The authors use data collection techniques through interview and documentation methods. Data is taken from interviews, journals, books, previous research, scientific articles, literature, and news from official websites.

The interview was conducted with the Head of Bappeda of East Java Province. Furthermore, data collection was also carried out by triangulating sources by submitting the same questions to several employees in the East Java Provincial Bappeda environment. Documentation is carried out by looking at the suitability of the topic taken. These documents include regulations on spatial planning, information about the spread of COVID-19 in East Java, spatial planning documents during the pandemic, and state defense.

Furthermore, the data that has been collected will be further processed and analyzed based on the theories studied. The results of processing and analysis are used as discussion material so that it can produce a conclusion. This conclusion is expected to be an input and reference for the government to make strategic and policy steps to create a spatial arrangement that is resilient to infectious diseases and can support the country's defense.

## **RESULTS AND DISCUSSION**

### **East Java Spatial Planning during the Pandemic**

East Java as a province with a large area and population becomes necessary to overcome this non-military threat. The condition of the threat can be seen on the Covid-19 distribution map. From the Covid-19 distribution map as of February 9, 2022, it was found that there was an increase in confirmed Covid-19 with a confirmed number of 420,983 people.



Covid-19 Distribution Image updated on February 9, 2022, in East Java  
(<https://infocovid19.jatimprov.go.id/>)

From this picture, Covid-19 is still a threat as well as a challenge for the East Java Provincial Government in handling policies and strategies. Personal health is an important key that everyone must pay attention to in minimizing the spread of the Covid-19 virus. The government has tried to do various ways in anticipating the Covid-19 Pandemic.

Reporting to the covid19.go.id website, one of the things done by the government is to urge the public to comply with the 3M health protocol (Wearing masks, Washing hands, and Keeping distance) and doing 3T (Testing, Tracing, and Treatment) (KPCPEN, 2020). The implementation of 3M and 3T will not be carried out properly without spatial planning in an area. Health interventions to accelerate control are also pursued through vaccination to achieve herd immunity with a target of 181.5 million people. In addition, as part of changes in policies and strategies, spatial planning can be optimized as a way to solve the problem of the Covid-19 pandemic.

Spatial planning is an important part of overcoming the impact of the Covid-19 pandemic. Budi Gunadi Sadikin said that the layout and design of the building can accommodate more open space, air circulation, and sunlight to kill the virus. In addition, the increase in Covid-19 infection cases occurred due to crowds of residents. With uncertainty about when the pandemic will end, regional and city planners need to manage how to properly layout so that they do not have the potential to cause crowds (Lubis, 2021).

The East Java Provincial Government has sought relevant steps in integrating covid-19 with existing spatial planning. This policy is nothing but a manifestation of the seriousness of the Governor of East Java and his staff in stopping the spread of Covid-19 and restoring the economy in East Java. The task of spatial planning is carried out by the East Java Provincial Government Bappeda.

In facing the challenges of spatial planning during the Covid-19 pandemic, the East Java Provincial Government Bappeda is conducting spatial planning. Spatial planning is a strategic step taken by the East Java Provincial Government in anticipating the non-military threat of the Covid-19 pandemic. Planning is carried out by looking at existing

environmental conditions based on research on the impact of the Covid-19 pandemic in East Java Province. This is as stated by the Minister of Health that it is very important for local governments to understand the pandemic through data and research and efforts to flatten the curve. This understanding is carried out to produce the most appropriate policies to bring Indonesia out of the pandemic (Lubis, 2021).

Spatial planning carried out by the East Java Provincial Bappeda is as follows:

1. Analyze the distribution map of Covid-19 in East Java. Analysis of the distribution map as a form of knowing the possible risks that will arise later. Furthermore, the results of this analysis are part of the forecasting for the East Java Provincial Government Bappeda so that planning can be used as a basis for anticipating the threat of the Covid-19 pandemic.
2. Planning changes in spatial planning policies and strategies by considering public health. Due to the Covid-19 pandemic, the most significant thing that must change is policies and strategies. Changes in policies and strategies will certainly be affiliated with the goals to be achieved. The closest goal in tackling the Covid-19 pandemic is to stop the spread of Covid-19 and restore the economy. Therefore, there is a need for changes in policies and strategies from the East Java Provincial Government Bappeda in spatial planning during a pandemic.
3. Planning the structure of the space with the addition of emergency infrastructure. Emergency infrastructure during the pandemic such as hospitals and isolation rooms for patients with confirmed Covid-19. In addition, it is also necessary to provide a special place for the detection of the presence of viruses or bacteria that cause disease in this case the place of Antigen Swab and PCR.
4. Planning space patterns with the allocation of green open space as a form of handling Covid-19. One way to kill the virus is by having open space, air circulation, and sunlight. This certainly requires the existence of green open space. The allocation of green open space in the East Java Provincial Government will be very helpful in stopping the spread of Covid-19.

### **Constraints and Strategies in East Java Spatial Planning**

In the process of preparing a spatial plan, East Java Province has several problems. These problems are identified as obstacles that can result in the preparation of spatial planning not meeting expectations. The most significant obstacle that occurs is the ineffectiveness of the implementation of work from employees due to work from home (WFH). This is alleged because the ASN performance process is more likely to be conventional and rarely online (Pratama, 2022). In addition, the lack of support from the community affected also presents difficulties in realizing appropriate planning. Both of these problems must be addressed immediately in achieving good spatial planning. These two things were explained directly based on the results of an online interview with the Head of Infrastructure and Regional Affairs of the Bappeda of East Java Province.

One of the best steps in solving a problem is to apply the right problem-solving strategy. A strategy is a structured approach to overcoming problems to achieve the best



solution. This approach provides a more accurate sense of control and predictability in dealing with problems (Robinson, 2014). The implementation of the right strategy will present the right solution to a problem. Strategies that can be carried out in the Spatial Planning process during the Pandemic are:

1. **Digitalization strategy.** The need to keep your distance presents new challenges for digital deployment. This is done from the business sector to the government sector. Digitalization is a must for the fulfillment of lifestyle to work professionally (Romadhon, 2021). One of the most significant reasons for the implementation of digitalization is the implementation of WFH. This is an effort to avoid the spread of the Covid-19 virus. Of course, as a result, it will reduce the level of productivity for the East Java Provincial Government Bappeda. Therefore, the best solution is to carry out digital transformation through the application of a good digital culture in the East Java Provincial Government Bappeda. For example, in the context of the correspondence bureaucracy, it applies electronic signatures.
2. **Community Participation Strategies.** The concept of implementing a top-down program must be aligned with applying the participatory concept formulated in the strategy. This has also been echoed in the principle of decentralization and the implementation of regional autonomy (Djoeffan, 2002). Therefore, community participation is also important in comprehensive and integrated spatial planning. Spatial planning will eventually result in a Regional Spatial Plan (RTRW) policy. The best step in producing a good policy is to involve as much community participation as possible. This situation is expected to provide an alternative to formulating the best spatial plan. In addition, community participation is also closely related to supporting the implementation of spatial plans later.

### **Spatial Planning in Support of State Defense**

The defense of the country is not only synonymous with war. Because the strengthening of defense is based on two threats, namely military, non-military and hybrid. All three have the same danger to the sovereignty and integrity of the state and the safety of the nation (Kemenko Polhukam, 2018). The identification results state that Covid 19 is a non-military threat. Spatial planning is an important step that must be taken both nationally and locally in various provinces in Indonesia.

Spatial planning can minimize the spread of the Covid-19 virus by allocating green open space. In addition, spatial planning also formed a new concept for stopping the prolonged Covid-19 pandemic. Of course, this is a strategic step for the provincial government in its interest to protect its people from the threat of the Covid-19 virus. The word security needs to be a concern. The reason is, the existing security can be felt when every threat can be properly anticipated (Azizah, 2020).

The key word is that the better the spatial planning, the more it will support the country's defense. On the contrary, poor spatial planning will have implications for the deterioration of the country's defense going forward. Therefore, there is a need for synergy among stakeholders in spatial planning. Stakeholder synergy can be done by optimizing the

role of the Penta helix. This model involves government, society, academia, the private sector, and the media. The existence of healthcare facilities is an inseparable part of the government and private parts.

The government plays a role in the policy model taken to reduce the rate of increase in prevalence. These include the implementation of social distancing policies, the opening of green open spaces, the construction of emergency infrastructure, the placement of virus detection centers, and so on (Latif, Isrofah, and Priharwanti, 2020). The policies taken by the government are a form of role as a regulator.

As a counter-discourse, spatial planning not only revolves around improving the economy in an area but also pays attention to existing environmental conditions. This is a form of embodiment of the balance between well-being and security (Karimi, 2015). Without security, welfare will be difficult to achieve. Metro Jaya Police Chief Inspector General Sutaraman said that the effort to create security is not solely to make the environment safe but to achieve community welfare (Joewono, 2011).

## CONCLUSION

This study has described the spatial planning of the East Java Provincial Government during the Covid-19 pandemic in supporting the country's defense. Based on the results of research and discussion, it can be concluded that:

1. Spatial planning of the East Java Provincial Government during the pandemic is carried out with four steps, namely analyzing the Covid-19 distribution map in East Java, planning changes in spatial planning policies and strategies by considering public health, planning spatial structures with the addition of emergency infrastructure such as hospitals, and planning space patterns with the allocation of green open space as a form of handling Covid-19.
2. There are obstacles in implementing spatial planning, namely WFH and community participation. These obstacles can be overcome by two strategies, namely digitalization strategies and community participation. Both are answers to constraints on employee working hours (WFH) and lack of support from the community for spatial planning during the pandemic.
3. Spatial planning during a pandemic correlates with national defense. The better spatial planning during the pandemic, the better the country's defense. This is because non-military threats such as the Covid-19 pandemic can be anticipated by spatial planning.

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